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ABSTRACT

The pamphlet is the most recent in a series of National Chamber of Commerce publications designed to stimulate business and other citizen action to improve corrections as one of the three components of the criminal justice system. The Chamber observes that correctional reform is taking place at various governmental levels but that these efforts are inadequate. Facilities for juvenile offenders, probation and parole program funding, correctional planning and personnel are areas cited for improvement. Community-based correction is suggested as a means of rehabilitating the offender and lowering costs; the Sacramento and Stockton Community Treatment Project and Pretrial Intervention are given as examples. Since access to employment is a major factor in reducing recidivism, businessmen are urged to assume the initiative in the rehabilitation process. A two-page list of references and films is included. (AG)

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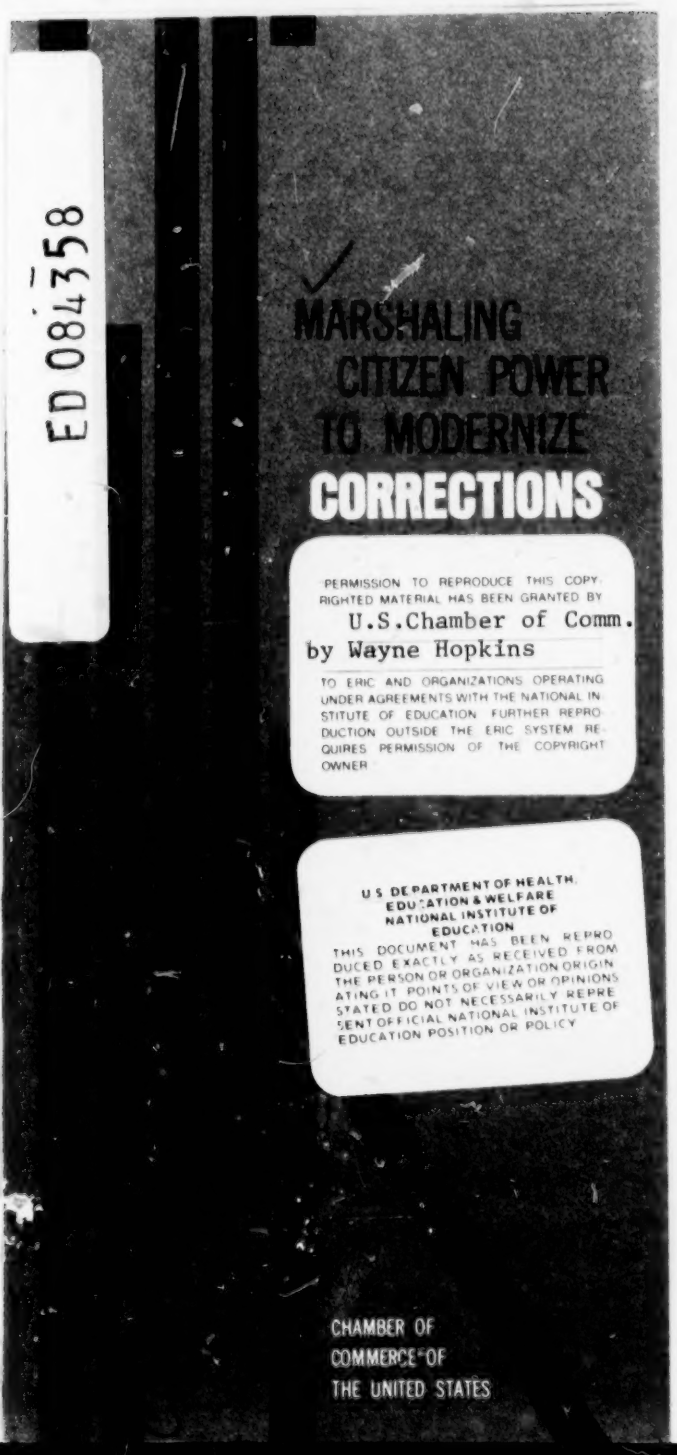
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THE PRESIDENTIAL CALL FOR ACTION TO MODERNIZE CORRECTIONS

"At long last, this nation is coming to realize that the process of justice cannot end with the slamming shut of prison gates.

"Ninety-eight out of every hundred criminals who are sent to prison come back out into society. That means that every American concerned with stopping crime must ask this question: Are we doing all we can to make certain that many more men and women who come out of prison will become law abiding citizens?

"The answer to that question today, after centuries of neglect, is no. We have made important strides in the past two years, but let us not deceive ourselves: Our prisons are still colleges of crime, and not what they should be—the beginning of a way back to a productive life within the law.

"To turn back the wave of crime, we must have more effective police work, and we must have court reform to ensure trials that are speedy and fair. But let us also remember that the *protection of society depends largely on the correction of the criminal.*"

President Richard M. Nixon
First National Conference on Corrections
December 6, 1971

FOREWORD

Of the three components of the criminal justice system *(police, courts and corrections)*, corrections is perhaps the most critical. Yet it is often the least visible and least understood part of the system. Among other things, corrections involves detention, probation, prisons, jails, juvenile centers, and parole programs for adults and juveniles, both male and female. The correctional process is a massive operation, receiving more than 2.5 million new offenders a year at a cost of more than $1 billion dollars. It is burdened with a performance record which would plunge any business into bankruptcy.

Corrections today is plagued by an overlapping of jurisdictions, contradicting philosophies, and a hodge-podge of organizational structures. It has grown piecemeal—sometimes out of experience, sometimes out of necessity. Lacking consistent guidelines and the means to test program effectiveness, legislators continue to pass laws, officials make policies, and both cause large sums of money to be spent on ineffective corrective methods.

As is true with many problems that face our nation today, businessmen can play a significant role in upgrading the correctional system. This role includes counseling, employment of ex-offenders, supporting the changes that are needed in the correctional system, and leadership in gaining the support of other citizens for these vital programs. Some of the successful programs involving these and other areas are outlined on the following pages.

Marshaling Citizen Power to Modernize Corrections is the most recent in a series of National Chamber publications designed to stimulate business and other citizen action to improve the components of our criminal justice system. It is intended not only to inform, but to show what we can all do to facilitate correctional programs that really correct.

In developing this publication, the National Chamber received the excellent cooperation of the American Correctional Association.

Arch N. Booth
Executive Vice President
Chamber of Commerce of the United States

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CORRECTIONS TODAY: AN OVERVIEW

Although the nation has neglected its criminal justice system as a whole, there is growing evidence of a new interest on the part of the public to improve the entire system, especially corrections. For example, the Congress has begun to allocate additional monies for corrections through the Law Enforcement Assistance Administration of the Department of Justice.

The President has indicated a direct interest in the improvement of corrections and demonstrated this interest by convening the recent National Correctional Conference in Williamsburg, Virginia. Attorney General John Mitchell announced at that correctional conference that a federal program is being initiated to assist state and local governments in modernizing their correctional systems. The program calls for a National Corrections Academy to train federal, state and local corrections personnel, a National Clearinghouse for Criminal Justice Architecture and Design, and a National Clearinghouse for Correctional Education.

The Attorney General, Secretary of Labor, and Secretary of Health, Education and Welfare recently communicated with the 50 governors, emphasizing that the highest priority be placed on the importance of correctional reform and the key role to be played by the individual states.

All these efforts indicate that we can look forward to a better correctional system in the future. However, we must realize that much more needs to be done now for the following reasons:

- Beyond any rational dispute, the Nation's correctional system is ineffective.
- In reality it is a "non-system"—a potpourri of facilities and programs which handles about 1.3 million offenders on an average day.
- Correctional operations are administratively fragmented among federal, state, county and local governments.
- By any standard, correctional facilities, programs and personnel are badly overburdened.

Legacy of Neglect

Correctional improvement efforts are mired in two centuries of neglect and, too often, face open hostility by the public and legislators.

Overloaded, antiquated, underfunded correctional institutions have created problems of near desperation for the administrators and personnel who man them. The degree of this desperation has been intensified by the recent wave of disturbances and inmate rebellions in institutions across the country. Of approximately 460 State and Federal institutions for offenders sentenced to long terms, there are 25 over 100 years and 61 that opened before 1900.

State institutions are often expected to be largely self-supporting through their farming and prison industries, most of which involve only repetitive and underproductive work with obsolete equipment. Few correctional industrial programs provide skill development opportunities or training experience relevant to the industrial requirements of the community. In many states, prisons are prohibited from training inmates or making products that will compete on the market with local industry.

Juvenile Offenders

Most crime in the United States is committed by youth.

Over 350,000 children, or about 30% of all offenders, are under the custody and supervision of juvenile correctional institutions or agencies on any given day.

Although 70% of all funds spent on juvenile corrections now goes toward supporting juvenile institutions rather than juvenile probation, these institutions are still inadequate. For example, standards recommended for the size of juvenile institutions call for facilities to accommodate 150 or less, with individual living units housing no more than 20 youngsters. Yet, according to survey data collected by the Task Force on Corrections of the President's Commission on Law Enforcement and the Administration of Justice, only 24% of all institutions meet this living unit standard, and the traditional feeling is toward building larger units.

Probation and Parole—Unfulfilled Promises

A person who is found guilty of a crime will often receive a suspended sentence, provided that he re-

main on good behavior and that he be placed under special supervision. Such a person is said to be on "probation".

A person who has served part of a given sentence in prison may be released under certain conditions, including special supervision. Such a person is termed to be on "parole".

Though the effectiveness of properly implemented parole and probation programs has been demonstrated many times, their full cost/benefit potential is yet to be achieved on a nationwide basis. A major weakness in probation and parole services is that they have never received adequate funds for the number of offenders under supervision. Two-thirds of all offenders are under probation or parole supervision, but these services receive less than one-third of the monies allocated for correctional efforts.

The President's Commission on Law Enforcement and the Administration of Justice notes that "probation and parole services are characteristically poorly staffed and often poorly administered." Of the 250 counties surveyed by the Commission, one-third provided no probation services at all. Average probation and parole caseloads vastly exceed the recommended standards of 35 cases per officer. Over 76% of all persons convicted of a minor offense, and 67% of all those convicted of a major offense who are on probation are in caseloads of 100 or more. Less than 4% of the probation officers in the nation carry caseloads of 40 or less.

Despite the far-from-ideal conditions existing in the probation and parole fields, studies indicate that roughly 55-65% of parolees are not returned to prison during the period of their parole supervision. Of those that are, about two-thirds are returned for parole violations, not for new crimes. 60-90% of probationers complete their probation terms without revocations.

The Jail Mess

County and local jails are the first contact with the correctional world for most offenders. Most people in jails are awaiting trial and have not been sentenced or convicted of any crime. Some are serving short sentences for minor offenses. The need for the rights of inmates to be considered and protected in all levels of correctional facilities is evident, but the situa-

tion in jails is particularly poor. Yet, the initial and often lasting impressions toward corrections and our system of criminal justice are formed in these institutions.

In most city and county jail facilities for adult offenders (with a few outstanding exceptions) inmates are kept under maximum security, and general services and conditions are considered to be the worst of all penal institutions. The National Crime Commission's Task Force on Corrections states that: "In the vast majority of city and county jails . . . no significant progress has been made in the last fifty years."

Correctional Planning: By Guess and By Golly

Corrections in the past has suffered from piecemeal and patchwork programming and crisis-oriented planning.

Plagued with a lack of resources and adequate planning for handling present and future problems, corrections has too often operated on the basis of coping with problems as they arise, reacting to situations rather than planning ahead for them.

New federal funding programs and the emerging emphasis on comprehensive criminal justice planning by the Law Enforcement Assistance Administration of the U.S. Department of Justice, should help improve the long-range planning and management of the nation's correctional system.

Correctional Personnel: Manpower Development and Training Problems

Surveys conducted by the Joint Commission on Correctional Manpower and Training in 1967-68 revealed widespread personnel recruitment and retention problems created by low pay, heavy workloads, insufficient training and lack of merit system employment in the correctional field. These problems have deprived the system of essential professional services and have resulted in programs often manned by personnel with little or no educational preparation for correctional work.

The Joint Commission also revealed that minority groups, females, and young people are underrepresented in the nation's correctional work force. The Commission urged a comprehensive nationwide recruitment program with particular emphasis on enlisting more qualified young people, women, Blacks,

Spanish-surnamed Americans, and other minority group members.

The recent availability of federal funds for college and university programs designed to prepare students for careers in corrections (and other areas of criminal justice) could help provide the kind of correctional personnel the country needs.

Contradictory Goals and Public Uncertainty

The average citizen does not know what is to be expected of correctional services. This attitude has created a paradox in handling offenders.

Confusion over whether corrections should be punishment-oriented, rehabilitation-oriented, or both, brings public accusations that the system brutalizes offenders, on the one hand, or coddles them on the other. Manifestation of this confusion is the existence, side-by-side, of correctional facilities intended primarily for punishment and detention, and others designed to help rehabilitate offenders.

The conditions within many prisons achieve nothing but an increase in the number of recidivists (those released from institutions who commit additional crimes.) 80% of all felonies are committed by repeaters. These conditions may result also in the loss of self-respect and human dignity and lead to increased sophistication in criminal behavior through contact with hardened offenders.

The negative impact of imprisonment, coupled with the lack of acceptance by the community following release, often creates more bitterness and a desire to get back at society.

COMMUNITY CORRECTIONS: A CHEAPER AND MORE HUMANE APPROACH

There is growing evidence that new programs making use of community approaches to corrections as alternatives to incarceration, and also as a means of facilitating reintegration of the offender back into the community following release from an institution, can be more successful and less costly to society. Community-based corrections recognizes the failure of massive, impersonal institutions far removed from population centers. It recognizes the importance of working with the offender in his home community,

or near it where his ties with family and friends can be used to advantage in his rehabilitation.

There are many types of community and transitional release programs that have demonstrated value in rehabilitating the offender and reducing the social costs of recidivism. Among these are:

Pre-trial intervention—a program designed to provide a rapid rehabilitation response for young first-offenders following arrest, but prior to trial, conviction and sentencing. The court suspends prosecution for a 90-day period and places young offenders into a program of counseling, training, and employment assistance. Successful participation results in dismissal of charges and thus avoids the stigma of a criminal record.

Probation — a court action which permits the convicted offender to retain his freedom in the community, subject to court control and the supervision and guidance of a probation officer. Probation sustains the offender's ability to continue working and to protect his family's welfare, while avoiding the stigma and possible damaging effects of imprisonment.

Halfway houses—small, homelike residential facilities located in the community for offenders who need more control than probation or other types of community supervision can provide. Halfway houses are used also for gradual readjustment to community life for those who have come out of institutions. Half-way house programs usually offer supervised living, counseling services, and draw upon the community for education, training, jobs and recreation to aid in the rehabilitation process.*

Work-release—under this alternative, the offender is confined in an institution only at night or on weekends, but is permitted to pursue his normal life the remainder of the time. Such a program makes possible a greater degree of control than is possible under probation or other types of community supervision, but avoids total disruption of family life and employment.

Pre-release Centers—supervised programs de-

*A comprehensive directory of half-way house facilities operated under the auspices of various public and private agencies, both in the United States and abroad, is compiled annually by the International Halfway House Association, 2316 Auburncrest, Cincinnati, Ohio 45219.

signed to ease the transition from total confinement to freedom by involving people from the community who come to the prison to provide information in areas of vital interest to the inmate who is about to be released. Subjects covered include such topics as employment, finances, family life, community services and legal resources.*

Parole—a procedure by which prisoners are selected for release and a service by which they are provided with the controls, assistance, and guidance they need as they serve the remainder of their sentences within the free community.

The report of the President's Task Force on Prisoner Rehabilitation concluded that "perhaps the greatest obstacle to improvement in the correctional system always has been the tendency of much of the public to regard it and treat it as a rug under which to sweep difficult and disagreeable people and problems . . . after all, the overwhelming majority of offenders do not stay under the correctional rug. . . . As a matter of fact, the two-thirds of the correctional population . . . on probation or parole are in the community right now. . . . 'Community based corrections' is no visionary slogan, but a hard contemporary fact."

With increasing funding available—about a quarter of a billion dollars for Fiscal 1972—the Law Enforcement Assistance Administration has set a number of goals for its expanded corrections program. They include: Community-based programs, with emphasis on youthful offenders; improvement of probation and parole; marshaling resources of the private sector; expanded use of halfway houses; replacement of outmoded jails with regional corrections facilities; new training centers for corrections personnel; more effective research.

Community Corrections Reduce the Need for Expensive Facilities

The shift to community-based corrections will eventually reduce the need for maximum security institutions. Experts agree that only 20-30% of present inmates represent a danger to society and must be securely confined. If the remaining 70% can be rehabilitated in less restrictive local institutions, or under supervision in the community, few facilities

*A good example of a pre-release center program is that operated by the Texas Department of Corrections, Huntsville, Texas.

will be needed for those considered dangerous and least responsive to correctional treatment.

The cost of keeping an adult offender in a state institution is about six (6) times as great as that to keep him under parole supervision, and fourteen (14) times as great as that required to supervise him on probation. Based on current per capita cost, it is estimated that it takes $11,000 a year to keep a married man in prison. This figure includes the inmate's loss of earnings, the cost to taxpayers if his family has to go on relief, and the loss of taxes he would pay. Compare this to the national average cost of 38 cents and 88 cents per day for probation and parole supervision respectively, or an average of less than $365 a year, as reported by the President's Commission on Law Enforcement and the Administration of Justice.

In its 1967 *Task Force Report: Corrections,* the Commission projected that construction of institutions planned for completion by 1975 would cost more than a billion dollars, with construction estimated conservatively at $10,000 per bed. More recent data gathered by the Law Enforcement Assistance Administration indicate that institutional building costs currently average $15,000 to $20,000 per bed. When completed, the cost of the new space, based on 1969 estimates, would add over $200 million annually to the operating cost of the institutions. This amount would be considerably increased in the light of current costs.

Community Corrections Is More Humane

Experience has shown that, as opposed to isolation and punishment, community-based corrections which permits a person to live in his own community and maintain normal social relationships, while providing control, guidance, and access to rehabilitative resources and services, is a more efficient, economic, and more humane approach to the treatment of the offender. A considerable and impressive body of evidence has been accumulated indicating that corrections in the community is more effective in reducing recidivism than severe forms of punishment.

Because the community-oriented approach is almost always more economical, it enjoys a substantial cost/benefit advantage. Experience has revealed that if one-third of the offenders currently held in institu-

tions were transferred to probation along with their share of the correctional budget, they could be placed in caseloads of 10 or less. This would provide the opportunity for more individual attention and enhance chances for probation to succeed. Under present circumstances, however, judges face the dilemma of having to choose between the worst of two worlds; whether to utilize already overburdened probation services, or whether to commit the offender to an institution which is ill-equipped to rehabilitate at all.

Examples of Successful Community-Based Correctional Programs

The Saginaw Project, the California Probation Subsidy Program, the Sacramento and Stockton Community Treatment Project, and the Pre-trial Intervention Program have demonstrated that community corrections is a more effective way to use public funds than imprisonment.

The Saginaw Project

A three-year experiment conducted between 1957 and 1960 in Michigan's Saginaw County illustrates the benefits which can accrue from a well-planned and adequately funded community corrections program. In this experiment, probation was the method of correction used. Probation staffs and facilities were strengthened to provide an adequate level of services through small caseloads and intensive supervision. The proportion of convicted felons (those convicted of a major offense) put on probation was raised from 59.5% to 67.1%. As a result of this type of intensive and highly individualized treatment, the proportion of probation failures experienced a decline from 32.2% during the three prior years, to 17.4% during the three experimental years. Estimated savings to taxpayers over the period was almost half a million dollars, because of reductions in costs of institutional care, costs of welfare for prisoners' families and parole expenditures.

The California Probation Subsidy Program

The California subsidy program provides an outstanding example of how corrections can be made less costly and more effective. Under this program, California gives a grant to a county for every convicted offender who, by being placed in a community-

based correctional program, helps to reduce the average number of people from that county who were formerly placed in state prisons.

For example, if a county that, over the years, averaged 25 inmates in state prisons for every 100,000 population cuts this down to 15 by using community-based programs, it can receive up to $4,000 for each of the 10 offenders *not* sent to state institutions, or a maximum of $40,000. These funds are to be used to improve the local services. The $4,000 state payment to counties reduces workloads and helps those who are already under local supervision, as well as those for whom the money was received. Experience during the first two years of this program demonstrated that improved probation services can be given to five or six persons at the local level for each individual grant.

During the first two years, 3,814 offenders were supervised locally who might otherwise have entered California's state institutions. This represents a gross savings of $15.2 million for the state, and a net of $9.8 million after subsidy payments to the counties. This program has resulted in the indefinite postponement of scheduled construction of several state institutions.

The $9.8 million in state savings does not indicate a shift in state institutional costs to the county or city facilities. As has been earlier indicated, costs for probation type programs are considerably less than for imprisonment in a state institution. The rate of local incarceration has also slowed significantly, which has further reduced costs.

Most people on probation under this program have responded positively to supervision and have not violated the rules of probation or committed other crimes. This finding supports the contention that good probation practices can reduce commitments to state institutions, while offering substantially increased protection to citizens through improved supervision of probationers.

Sacramento and Stockton Community Treatment Project

Another experiment in community-based corrections conducted in California has yielded noteworthy results. This experiment involves a parole plan with intensive community treatment for the individuals involved. Part of the motivation for the experiment

resulted from budgetary squeezes. The state was lookir., for alternatives to building more and more institutions for growing numbers of juveniles committed to its Youth Authority, which runs correctional facilities for serious offenders up to age 21.

All those involved in the experiment were confirmed delinquents with histories of car theft, grand larceny, burglary and robbery. All had served terms in county institutions for their offenses.

Some 56% of those committed to the Youth Authority were deemed suitable for the experiment. Youths were assigned on a random basis either to an experimental or control group. Those in the experimental group were returned to the community and received intensive counseling and supervision under specially trained parole agents in caseloads of ten to twelve. Youths in the control group were assigned to California's regular institutional treatment program, and then paroled under the usual parole program. As is the case in most experiments in community-based corrections, offenders with a record of seriously assaultive behavior or with attributes that would cause strong objections by the community were not in the experiment.

After the first two years of the experiment, studies showed that 41% of the experimental group had their paroles revoked, as opposed to 61% of the control group.

The savings in public money for the intensive parole program is certainly substantial. The cost of the project per youth is less than half the average cost of putting an offender in an institution. Moreover, the program is now now handling a group larger than the population of one of the new juvenile institutions. Some $6 to $8 million, therefore, does not have to be spent for a building to house these offenders. At the same time, the program offers much more effective protection to the public than the traditional method, because fewer youths commit additional crimes.

Pre-trial Intervention

Another low-cost high-yield program recently developed is that of pre-trial intervention, which was designed primarily through the leadership of the Manpower Administration, U.S. Department of La-

bor, to help break up the backlog in court processing and to offer the court yet another alternative to imprisonment.

The pre-trial program explores methods of diverting young first-offenders from prosecution and imprisonment. Following successful experiments with two demonstration programs, it is now being tested in Atlanta, Boston, Cleveland, Minneapolis, San Antonio, Baltimore, and San Francisco, and will eventually have an enrollment of over 4,000 participants.

In cooperation with the courts and police authorities, carefully selected persons, primarily younger offenders, are offered an opportunity to participate in a specifically designed manpower program after arrest but prior to trial, conviction and sentencing.

If a youth agrees to enter the program, a delay of generally three months is obtained before the case is processed by the courts. The youth is then directed to counseling, training and jobs. If the youth reacts positively, charges are dismissed. So far the results have been encouraging. The courts, after reviewing the progress of participants during a 90-day period, have dismissed charges in 70% of the cases.

This program, which is to be expanded to other cities in the near future, was built on two earlier efforts: The MANHATTAN COURT EMPLOYMENT PROJECT operated by the Vera Institute of Justice in New York, and PROJECT CROSSROADS operated by the National Committee for Children and Youth in Washington, D.C.

The Washington project proved so successful that it has been incorporated into the court system as a continuing element of its practices with the enthusiastic endorsement of the U.S. Attorney General and the Chief Judge. The recidivism rate for adult participants in PROJECT CROSSROADS over a 15-month period was 22.2%; that of the control group (not receiving project services) was 45.7%. Program costs totaled approximately $500.00 per enrollee and the project exhibited a benefit/cost ratio of at least 2 to 1.

EX-OFFENDERS AND EMPLOYMENT: THE HIGH COST OF THE REVOLVING DOOR

Most authorities agree that the lack of meaningful employment opportunities has been a major contributing cause to the rising crime rate and the high rate of recidivism, and, in turn, to the increasing cost of crime. Unless assimilation into communities is facilitated by the availability of suitable jobs, corrections will continue to be a wasteful and high cost "revolving door" system under which non-dangerous offenders serve what is virtually a life sentence on the installment plan—largely because of the obstacles in the way of stable, worthwhile employment.

Experience in vocational training and placement programs for public offenders (sponsored by the Manpower Administration, U.S. Department of Labor) since 1964 reveals that:

- Ex-offenders can be trained and placed in employment, regardless of previous education or the nature of their crime;
- When ex-offenders are placed in appropriate jobs, their rate of recidivism is two to three times less than that of ex-offenders who do not receive job assistance;
- Ex-offenders with better paying jobs are much less likely to be recidivists than those with no jobs, part-time jobs or lower-paying jobs; and
- Independent of work experience in prison, if the released offender gets a remunerative job on release and is able to keep it for at least six months, the probability of recidivism declines.

Bars to Employment

Public and employer attitudes, laws, and licensing regulations bar ex-offenders from employment. Too often, the government which urges the ex-offender to pursue a normal law-abiding life is the same government that bars the way to that pursuit. By reason of various state statutes, certain manufacturers cannot employ convicted felons. An official of the Law Enforcement Assistance Administration testifying before the Senate Judiciary Penitentiaries Subcommittee told of a man with a misdemeanor record (for

minor offenses) being denied a taxi driver's license, and of a federal court upholding a city's refusal to hire an ex-convict as a tree trimmer.

Employer attitudes toward ex-offenders remain the most difficult to counter because they are not written in any formal guidelines, such as those found in bonding, union or license requirements.* Since employment opportunities for the rehabilitated offender are an effective tool in the national effort to prevent crime, policies governing company employment practices should be reviewed and revised to encourage the hiring of such offenders, especially when they are qualified by education and training for the jobs available. For example, employers may want to consider eliminating questions regarding prior criminal records (particularly arrest records as contrasted to conviction records) from job applications.

If, upon examining this aspect of the job application, company policy dictates that such questions are necessary, confidentiality of the information should be assured in all cases, and the applicant should be informed that such information does not mean he will not be considered for the job if he is otherwise qualified. Probation and parole officers can be extremely helpful in discussing the background and overall adjustment needs of the ex-offender with the prospective employer. Maximum benefit from the work experience can be derived for both the employer and the employee when these things are taken into consideration.

Bonding Assistance Program

The experimental Bonding Assistance Program, administered by the U.S. Department of Labor, has done much to open new doors for employment and has also documented the low risk to business in hiring ex-offenders.

In this project, fidelity bonds were posted in order to protect the prospective employer from loss due to

*The American Bar Association's Commission on Correctional Facilities and Services has established a national clearinghouse and educational program focusing on disseminating information regarding unreasonable employment restrictions which impair the ability of the rehabilitated offender to obtain suitable job opportunities and measures that have been taken to remove these obstacles. This project, conducted under contract with the Manpower Administration, U.S. Department of Labor, will ultimately attempt to use the resources and influence of the legal community to overcome legal and licensing restrictions that discriminate against the ex-offender.

theft or acts of dishonesty. The Department of Labor provided bonding assistance to more than 3,400 persons, most of whom were ex-offenders. Included were inmates released after completing skill training programs conducted in correctional institutions under the Manpower Development and Training Act.

Less than 2% have defaulted over a 5-year period, and a state official administering this program declared that nationwide statistics regarding the programs' loss experience indicate that the average ex-offender is a better risk than some company employees. This program has motivated many employers to review their normal requirements for subsequent hiring, and in some cases drop the bonding requirement.

The program has been so successful that bonding assistance is now available to all institutions where skill training under the Manpower Development and Training Act is provided. In 1971, the experimental effort was expanded nationwide on a pilot basis. Through more than 2,200 local public employment service offices, special assistance is given to ex-offenders and others who apply and who can demonstrate that they are barred from a specific job offer solely because of the inability to secure a commercial bond.

HOW THE PUBLIC CAN HELP OR HINDER

Chief Justice Warren Burger, speaking before the National Conference on Corrections, stated: ". . . it is my deep conviction that when society places a person behind walls, we assume a collective moral responsibility to try to change and help that person. The law will define legal duties but I confess I have more faith in what a moral commitment of the American people can accomplish than I have in what can be done by the compulsion of judicial decrees."

Concerned citizens can do much to promote and support correctional programs that really correct. On the other hand, public uncertainty and lack of consensus on what constitutes an effective approach will result in weak and inconsistent legislative support for correctional programs. Citizen opposition through lack of understanding can also block implementation

of desirable programs even with strong legislative backing.

Almost all studies and experts agree on the changes needed: more in-community facilities like halfway houses; more academic and vocational training in institutions; more work-release programs whereby local business and industry cooperate by providing job opportunities and follow-up counseling services; more separation of offenders not only by type of offenses but by amenability to rehabilitation; and more pooling of state and local facilities.

An informed and active citizenry can do much to bring these about.

BUSINESS LEADERSHIP ESSENTIAL

Training and Employment

The importance of employment in the rehabilitation process puts a tremendous responsibility—and opportunity—in the laps of the business community. Businessmen should take the initiative in opening doors to jobs for ex-offenders by:

- Providing post- and pre-release employment opportunities in meaningful positions;
- Giving appropriate guidance to correctional administrators regarding job trends and anticipated employment openings;
- Mobilizing business and public support for improved industrial and vocational training programs in institutions;
- Providing volunteer management expertise to advise on curriculum and equipment needed for realistic training; and
- Informing the memberships of business associations about the manpower resources available from correctional institutions.

An outstanding example of how businessmen can assist materially in reducing the chances of an ex-offender having to return to crime is PROJECT TRANSITION, a program conducted by the South Carolina Department of Corrections.

In June of 1971, this project began capitalizing on the excellent organizational structure of State and local Chambers of Commerce, The State Chamber, together with several of the local Chambers in Columbia, Spartanburg and Greenville, was actively in-

terested and involved in exploring the possibility of sponsoring a "Safer Communities" project. The project draws upon existing programs, such as the National Alliance of Businessmen and the Jobs in the Business Sector (JOBS) program. PROJECT TRANSITION representatives, in cooperation with a number of Chamber of Commerce committees, approached business leaders with the idea of employing ex-offenders under established contractual arrangements of the JOBS program. The proposal has been received with interest and encouragement. Several contracts have been entered into between PROJECT TRANSITION and JOBS to hire and train ex-offenders.

In another dimension to the cooperative efforts between the South Carolina Department of Corrections and the Chamber activities, the State Jaycees are assisting with the department's job development programs by surveying local job markets in many cities in the state on a monthly basis for the best opportunities available for placing ex-offenders.

A similar forward-looking program involving collaboration between the state corrections department, businessmen, and chambers of commerce has been developed in the State of Illinois, and is producing excellent results.

Advice and Guidance in Employee-Management Relations

Unions and employee associations are organizing growing numbers of people who work in the field of corrections. Business leaders experienced in collective bargaining negotiations with organized labor can provide helpful guidance and direction to correctional administrators who lack experience and sophistication in labor negotiations and employee-management relations.

Developing Positive Public Attitudes

Citizen groups, with leadership from the business community, can become a powerful force in promoting public interest in, and support for, community-based correctional programs for non-dangerous offenders.

An active and involved citizens group can:

- Mobilize public and legislative support for diversified treatment services and alternatives to incarceration;

- Stimulate the development of detoxification centers to divert alcoholic offenders out of the correctional system and into facilities with medical services;

- Support the establishment of halfway houses and undertake a program to educate the community to the need for these facilities;

- Organize volunteers to participate in tutoring programs for offenders;

- Initiate a volunteer probation aid program to provide troubled youth with adult guidance and assistance with school work and finding jobs;*

- Initiate a similar program to provide persons in institutions periodic contacts with people from the community who can listen to their problems, advise them, and even develop special programs to take institutionalized offenders into their homes and into the community on a well-organized basis.

- Support surveys of correctional facilities and services in terms of personnel requirements, standards for the buildings, food, sanitary conditions, treatment of prisoners, rehabilitation services, etc.**

- Support improvement and innovation in existing local correctional services. Recommendations of the National Institute of Law Enforcement and Criminal Justice, (the research and development branch of the Law Enforcement Assistance Administration) to improve the quality of treatment and service in local jails and correctional agencies include the following:

    1. effective screening and diagnosis of inmates to determine medical treatment needs, and the improvement of medical services to meet those needs;

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*The National Research Center of Volunteers in Courts in Boulder, Colorado has given national leadership to such programs.

**The American Correctional Association has developed a self-evaluation procedure for use by correctional agency personnel and is in the final stages of implementing an accreditation plan—based on the Association's *Manual of Correctional Standards*—for institutions and services. The voluntary accreditation program will be governed by an autonomous accrediting body and will field survey teams to make outside objective evaluations to see if facilities meet correctional standards.

2. classification of probationers in differentiated caseloads to meet special offender needs;

3. use of volunteers, ex-offenders, and low income persons as probation and parole staff assistants.

4. redefinition of the role of the probation and parole officer as community organizer and advocate for the offender as well as a link to the community service agencies which satisfy the offenders needs.

- Encourage other community groups to become involved in corrections reform and to support new correctional programs. The imperfections in our knowledge of the causes of criminal behavior and methods of correcting that behavior will inevitably lead to mistakes and setbacks in our search for new ways to reclaim offenders. The goal must always be to develop or restore in the offender the capacity for lawful productive behavior in the community—a goal for which punishment alone, in our complex, fast moving society, is clearly an inadequate prescription for success.

IN CONCLUSION

Meaningful jobs must be available to the ex-offender to assure his rehabilitation, or the correctional system will fail. *Equal employment opportunities should be extended to all citizens.*

Crime prevention and criminal rehabilitation are economically advantageous to the businessman who hires an ex-offender, as well as to the public, which does not have to pay the high cost of building and operating more prisons, and which benefits from a reduction in recidivism.

Business and community leaders have a responsibility to learn about new correctional methods and to endorse and actively support correctional reform at all levels, state and Federal, as well as in their own community.

All citizens, and particularly business leaders, should work toward a correctional system that really corrects. Such an effort can only serve to help make our communities safer and better places in which to live and work.

PANEL ON
CRIME PREVENTION AND CONTROL
1971–72

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